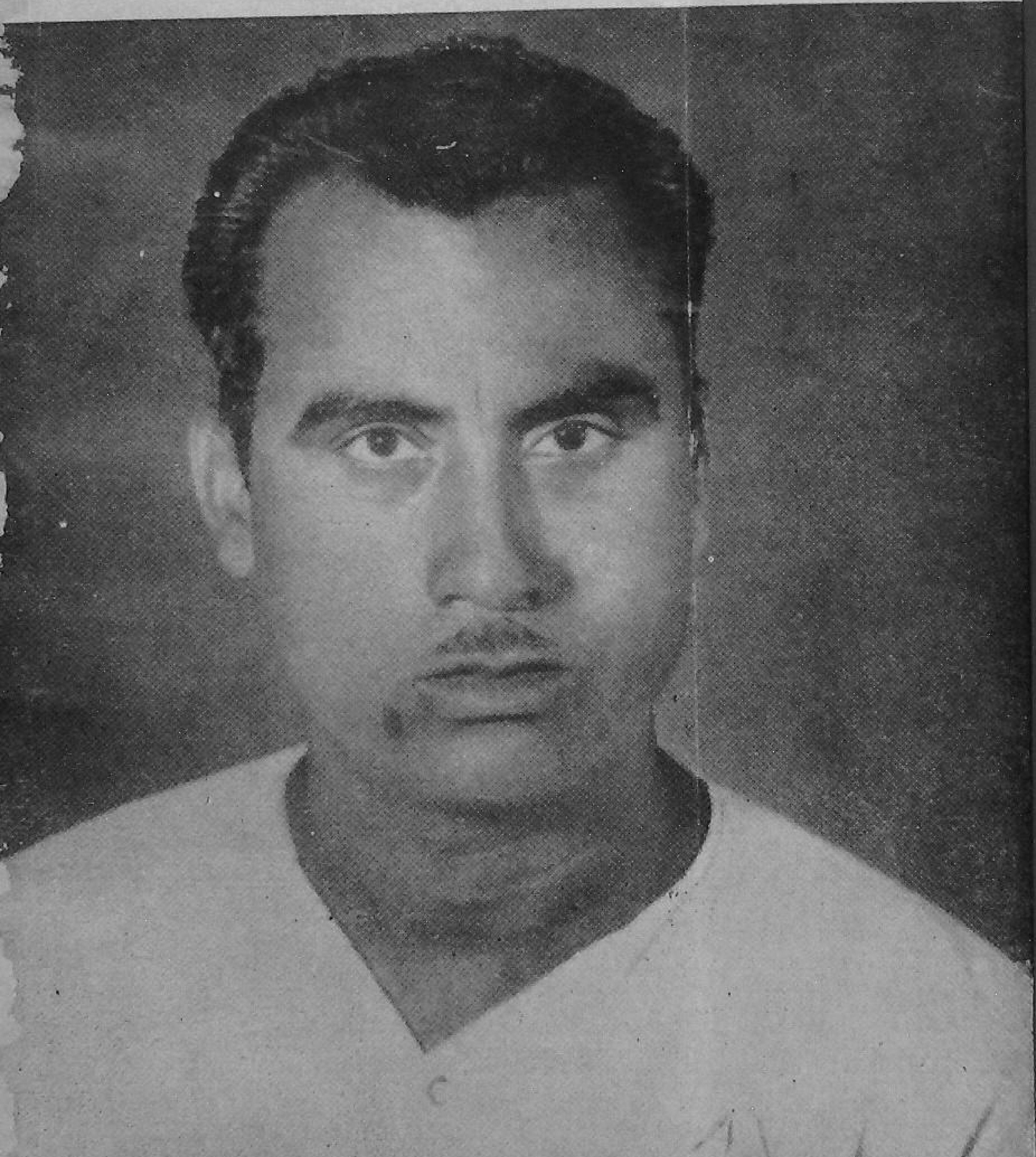
Panchayati Raj

OFFICE OF THE ... 4 ... KOVILPATTI RURAL EXTENSION TRAINING ...



MADHYA PRADESH'S BEST GRAM SEVAK

Under the Gram Sevaks' Prize Competition Scheme, Shri Ram Nath Singh Bhadoriya was declared Madhya Pradesh's best Gram Sevak for the year 1960-61 and was also selected as one of the eight prize-winning Gram Sevaks at the national level. He was awarded a prize of Rs 1000 by the State Government and Rs 250 by the Central Government. He spread the message of Community Development with a song in the villages of dacoit-infested Bhind District. (See story inside)

MAY 1962

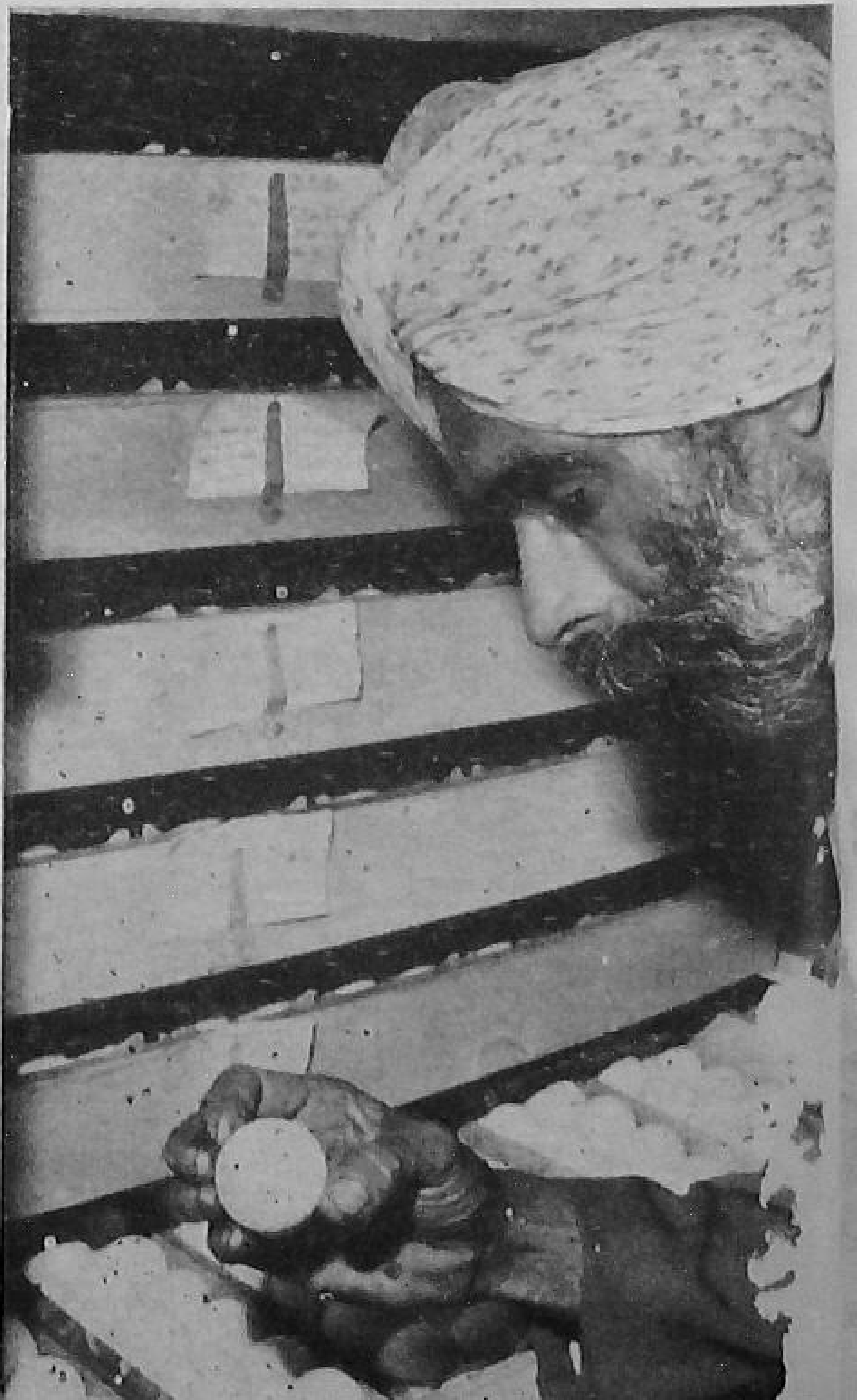
A HOME-MADE INCUBATOR

With the aid of a hand-press machine, plain sheets of metal are bent into the required shapes

A youngster fixing rotatory plates in a frame-work. The tray when ready will be fitted inside the incubator. This will contain the eggs to be hatched.

Temperature readings are noted at regula intervals for it is the heat-control measure that ensure good results.

A view of the rows of trays carrying eggs to b hatched. Each tray carries the name an address of the owner of the eggs.



(Story on page 12)

4 JUN 1962
KOVILPATTI
RURAL EXTENSION TRAINING CENTRE

Vol. II MAY 1962 No. 2
VAISAKHA-1884

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BUSINESS NOTICE

Single Copy : 15 nP.
Annual : Rs. 1·25

All enquiries regarding agency and rates of subscription and advertisements may be addressed to the Publications Division, Old Secretariat, Delhi-6. Editorial correspondence may be addressed to the Editor, *Panchayati Raj*, Ministry of Community Development & Cooperation, Krishi Bhavan, New Delhi.

LETTERS

So far we have been publishing in these columns letters received by us from our readers. But, this time, we cannot resist the temptation of reproducing below the text of a letter received by the Minister of Community Development and Co-operation on behalf of one of our esteemed Pradhans. Undoubtedly, Pradhans have come into their own!—Editor.

....
2—4—62

Respected Dey Sahib,

Best compliments to you. I write to inform you that Shri........................., Pradhan Panchayat Samiti ....wants to see your honour between 11th April, 62 to 20th April, 62 at your residence.

I, therefore, request you to kindly inform the convenient date and oblige.

By order...........
Yours faithfully,
Sd:—
(...........)

Shri S. K. Dey Sahib,
M. P.,
Trimurti Marg,
Delhi.

(The place and names have been intentionally omitted.)

GRAM SEVAKS' PRIZE COMPETITION SCHEME

Sir,

THE GOVERNMENT deserves to be congratulated for having introduced the Gram Sevaks' Prize Competition Scheme at the State and National levels. However, the laid-down standards of performance and the methods of evaluation leave much to be desired. It cannot be said that under the present arrangements, the really best Gram Sevak is selected. The choice sometimes falls on the undeserving Gram Sevak who is himself surprised at the result. This, instead of giving encouragement causes unnecessary disappointment and heart-burning to others.

The evaluation is carried out on the basis of a uniform questionnaire which includes several items some of which cannot be undertaken in certain places due to topographical and other conditions beyond the control of the Gram Sevak. But the result is based on a sumtotal of all those activities. Therefore, some of the Gram Sevaks, in whose villages certain items of work cannot be undertaken suffer a set-back in the competition for no fault of theirs.

Often enough, it is as a result of the joint efforts made by more than one official belonging to various Government Departments as also due to the existence of particular types of institutions that the achievement of various development activities depends. Take for instance, the distribution of fertilisers. Besides the Gram Sevak, it is the Co-operative Supervisor and several other officials and non-officials who are directly or indirectly connected with the supply and distribution of the fertilisers. If there happens to be an efficient Co-operative Society, having adequate stock of the fertilisers located within the Gram Sevak's circle, the consumption of the fertilisers is bound to go up. Similarly, if there happens to be an Artificial Insemination Centre located in the Gram Sevak's circle, the record of work there in connection with Animal Husbandry will compare favourably with that in areas which are devoid of similar facilities. It is doubtful whether at the time of evaluation of the Gram Sevak's performance, it is possible to assess the impact on his work due to such extraneous causes beyond his control. Unless we are able to do that, the assessment is bound to be defective.

Another lacuna in the proper estimation of the work of a Gram Sevak is that the assessment is based on the standard of work obtaining at a place where a Gram Sevak happens to be posted at the time of evaluation under the scheme. Scant regard is paid to the past record of the Gram Sevak at other places during the period under review. Unless steps are taken to remove these defects, the scheme may not yield the desired results.

5-2-62 Yours etc.

G. Janardhana
Gram Sevak

Vatanappally North,
Stage. I Block, Talikulam,
TRICHUR

Though it cannot be claimed that the present system is fool-proof, all efforts are being made to do justice. Before the final selection is made, the records of the Gram Sevaks are examined and the candidates interviewed and most of the points raised by correspondent Shri Janardhana are looked into. The past record of service of the Gram Sevak for the whole period as distinct from the period under review only is kept in view at the time of interview of the candidates. It would have been better if some positive steps to improve upon the present procedure had been suggested.—Ed.

* * *

NEEDED BETTER CO-OPERATION

Sir,

While crossing a bridge near Bareli (Distt. Raisen, M.P.) I saw that the P.W.D. labourers were digging the soil which had been brought by the river and scattered on both sides of the road. The soil was again being put on the sides of the river. It is a fact that the soil brought by the floods of rivers is a fertile one. I am sure that the owners of the nearby agricultural fields would have gladly taken that soil away to their fields under the supervision of the P.W.D. overseer. The farmers would have gained in as much as their fields had become more fertile. And the P.W.D. might have saved the labour charges.

The farmers would have done the labour either free or on reduced rates. It is one of the activities in which the Panchayat Samitis could step in with advantage. They, in co-ordination with the P.W.D. could work out a suitable programme and induce the villagers to remove the rich soil. Better co-ordination between the different Departments of the Government seems to be the need of the hour.

14-3-62 Yours etc.

Rattan Singh Banthiya
Taxation Practitioner,
BHOPAL

Samantshahi or Lokshahi ?

S. K. Dey

"WITH THE liberation of Goa, the last vestige of colonialism disappeared from the scene of India", said the Prime Minister amidst loud cheers when answering the demand on Goa in the Parliament recently. No doubt the people of India are happy over the event. The battle against colonialism was fought largely by the middle class; masses were there in the movement primarily as a moral support. Gandhiji in his person symbolised the common people and they symbolised him. That was enough for the purpose of our battle against colonial rule, for it was easy on this base to marshal the people *en masse* against a virus which was foreign. Gandhiji is no more. But the major battle remains yet to be fought. Colonial rule came in only as a superstructure. The foundation had been there, also the pillars standing on them with the padding walls in between, such as could support the superstructure. The virus to fight this time has pervaded and infiltrated into our whole system. The virus is an indigenous one and consists of our ignorance, the spirit of feudalism that still tries to motivate the mightiest amongst us, our loyalty to the shells of caste and religion which militate against wider loyalties to the nation, indeed to humanity. Pandit Nehru did succeed Gandhiji as the leader of the people. But he had also to act the leader of a nascent Government. The leader of a Government in a growing but under-developed sub-continent is a whole-time occupation. A leader howsoever dynamic cannot lead a government and simultaneously an opposition against himself and his government. Those who stand outside the arena of government keep on blaming the government for all that ails the nation. Meantime the battle that the lower self wages against the higher one in us continues raging. Ignorance continues to persist. The issues do not even get precipitated; much less the battle for a final decision. The foundations, the pillars and the buffer walls remain undisturbed.

ELECTIONS INEVITABLE

Governments till now have by and large been based in the final reckoning on the support of the bayonets offered by the army and the police. The common saying that if you ride a tiger you dare not dismount, applies to a Government riding on the back of the army. Our leaders wish, therefore, to see our Parliament and State Legislature based on the enlightened, organised and determined will of the people, the army standing by merely to defend our frontiers and the police to defend the individuals and the community against the organised criminals. If the Parliament and the State Legislature are to have their foundation in the people, it is but inevitable that there should be other tiers of Government along the line reaching up to the pepole. Panchayati Raj, the three-tier system of local government at the Village, Block and the District levels came in as the natural sequel. Our Constitution stipulates that membership in the State Legislature and the Parliament will be determined by elections. It is inevitable that membership of the Zila Parishad, the Block Panchayat Samiti and the Village Panchayat will likewise be based on elections. It follows as a logical corollary that regardless of all agreement to the contrary, political parties fighting for election to the Parliament and the State Legislature will travel all along the line up to the village to secure loyalties of the people to their respective organisations. It would be naive to expect that it would be otherwise. If the country is indivisible so also is election the crucial means to the democracy we are trying to build.

INSTITUTION *VERSUS* INDIVIDUAL

If election is inevitable and unavoidable, the only course open is to ensure that it can be fought on principles and with honour, and that no one can hit his rival below the belt. A politically ignorant

people are bound to be drawn by political parties and contestants in elections towards the pull of caste and religion, groups and factions, for these provide the only cementing force howsoever narrow in scope. That in the present context of India, faction and feud would be aggravated under the impact of democratic elections at least in the short run, should have been a foregone conclusion to any one with eyes to see. Democracy to be real calls for the functioning of institutions rather than individuals, for institutional functioning alone can bring in the consensus, the integrity, objectivity and honesty of action in Government as against the arbitrariness which has been the feature of all feudal rule in history.

Feudalism in the functioning of Government can be eradicated only through progressive devolution of Government authority to be exercised by institutions as against individuals. Where a servant of the Government acts on behalf of an institution, he should be subject to strict control and supervision by the elected office bearers. The latter in turn must be checked and controlled by the institution from which they draw their mandate.

FEUDALISM—OLD AND NEW

The recent elections have staged a "come-back" by the ghosts of two thousand years of our history. Many a feudal ruler got reconciled to the "Writing on the wall" which overtook them soon after independence. They learned to live as the normal citizens of a free-growing democracy. But there were others who refused to adapt themselves to the call of the new age. They still have a nostalgia for the old days of pomp and glory. With them are closely linked up the others who were their erstwhile satelites. These elements with their modern allies have their subterranean link-up from the village up to the national level, nay beyond our frontiers to the wider horizon. Diabetes and tuberculosis are virulent and chronic diseases. These do not overtake a human system all of a sudden. A system undermined through abuse, first provides the breeding ground before the virus can really overwhelm the fortress. Feudalism, casteism and unbridled capitalism succeeded against the people not without a willing welcome from us. The first task before the elected leaders in an underdeveloped democracy is to educate the masters in their rights and obligations in a democratic set up. Had this been done ? Are we sure that we have not offered the provocation by acting the shadows of the feudal, capitalistic and caste monarchs minus their culture ? If the newly elected sarpanch and his counterpart high up just occupied the gaddi vacated by their colonial or feudal predecessors and exploited the people with vengeance, can we blame the feudal elements for staging a come-back, for they can at least claim the maturity of experience and culture in dealing with the people ?

CRYING PROBLEMS

Feudalism whether of the erstwhile feudal rulers or of new ones under the cloak of democracy offers little to choose as between one another. They must both be eradicated with an iron hand, if democracy is to survive in India. We are seeing the plight of centralised Governments all over the world. A government maintained by bayonet is overtaken but by the naked bayonet in the end. We are anxious to avert a travel in that direction. Panchayati Raj we have defined is Government by the people of the people for the people and with the people. Samanti Raj is the anti-thesis. The two have nothing in common. Samanti Raj will have to be buried for ever, if Panchayati Raj is to succeed. The crying problems before Panchayati Raj can broadly be summed up as:

I. How to educate the people in the objectives and philosophy of Panchayati Raj as the base for the democracy we are out to build?

II. How to ensure that the people will throw up the best amongst them to the offices offered by democracy?

III. How to activise the people at the village so as to make the Gram Sabha the counterpart of the Lok Sabha *vis-a-vis* the Panchayat which is their executive?

IV. The cult of the individual is deeply embedded in the Indian character. The basic philosophy which

(Continued on page 6)

PANCHAYATI RAJ
AND
OUR CONSTITUTION

THE AVARD (Association of Voluntary Agencies for Rural Development) recently undertook a study* of the proceedings of the Constituent Assembly in order to 'find out the views of the Assembly regarding the village, the Village Panchayat and their place in Indian polity'. Fourteen years later, now that we are seriously engaged in the furtherance of the Panchayati Raj movement, these views make an interesting study.

One of the facts that stands out clearly is that a majority of the members who spoke in the Assembly favoured the recognition of the Panchayat system in the Constitution. The omission of the same in the Draft Constitution brought forth strong protests from a number of speakers in the Assembly. Several members had felt that Village Panchayats should be made the basic units of the social fabric and that these should serve as electoral colleges for electing the Government. In other words, they preferred indirect election to the direct election based on adult franchise. Prof. Shibban Lal Saksena had suggested in his speech that the Village Panchayat should be allowed to elect the Upper House.

The issue of the omission of Panchayats in the Draft Constitution had raised so much controversy that Dr. Rajendra Prasad who was then the President of the Assembly, referred the subject for examination to Dr. B. N. Rau, Constitutional Adviser. The latter, in a note prepared on the subject expressed the view that "while it may be possible to create Panchayats & similar bodies to function as electoral colleges for the Provincial and Central legislatures it would be impracticable to endow them or other bodies at the same level with specific administrative or legislative or judical functions by provisions inserted in the constitution itself". He also thought that the Draft Constitution had already made progress up to a stage when it was not easy to work the Panchayat idea into it.

Notices of a number of amendments were given in the Assembly. One of these, in the name of Shri B. P. Jhunjhun Wala (Bihar) sought that in the Preamble, after the word 'Republic', the words "to be worked on the basis of autonomous village units or groups of villages organised on the principle of self-sufficiency as far as practicable," be added. Another amendment proposed by Shri Satish Chandra Samanta (West Bengal) sought to bring the subject of Panchayats under the Fundamental Rights. There were many more amendments that stood in the names of Shri Ananthashayanam Ayyangar, Shri K. Santhanam, Prof. G. Ranga, Shri T. Prakasam and others. Finally, it was felt that since the Draft Constitution had reached an advanced stage and any amendment in it would considerably delay its passage. it was considered enough if a suitable provision were made in the Directive Principles.

Consequently, it was more in a mood of resignation rather than of satisfaction that the members agreed to the introduction of clause 40 in the Directive Principles which read that, "The state shall take steps to organise village Panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self-government". This was the best that could be achieved under those circumstances. The mood of the House was perhaps best reflected by Shri T. Prakasam who in the course of his speech said, "Dr. Rajendra Prasad has expressed his view in favour of making the village republic as the basis of the whole Constitution, which we are completing these days. On the 10th

* *AVARD NEWS LETTER, January, February,* 1962.

of May, Sir, Dr. Rajendra Prasad happened to express his views in this matter. The Constitutional Adviser Sir B. N. Rau, when he dealt with this question, sympathised with the whole thing, but pointed out that it was too late to make any attempt to change the basis of the Constitution which has gone so far. I too agree, Sir, that if there was any mistake, the mistake was on our part in not having been vigilant enough and brought this before the House in proper time. When this was coming so late as that, I did not expect Dr. Ambedkar as Chairman of the Drafting Committee to be good enough to accept this."

It is evident that the members expected a better deal for the Panchayats in the Constitution. However, pressed as they were due to shortage of time, they could not but reconcile themselves with the mere introduction of a clause on Panchayats under the Directive Principles. Almost all of them looked forward to the future and hoped that things would be set alright as time passed and more experience was gained. A certain amount of hesitancy in the Constitutional recognition of the Panchayats and the transfer of power and responsibilities to them in the initial stages when the Panchayats did not exist at all in certain parts of the country and their functioning was shrouded in mystery, is understandable. But the last fourteen years have seen tremendous changes in the country particularly in the fields of rural development and the Panchayats. Realisation has since grown that in order to speed up the pace of rural development and people's participation, power and responsibility have to be transferred to Panchayats in as large a measure as possible. The three-tier system of Panchayati Raj as recommended by the Balwant Rai Mehta Committee has already been enforced in 8 states. The remaining states will also be covered by the Panchayati Raj bodies in the near future. Thus the mandate given by clause 40 of the Directive Principles is well on its way to realisation. Valuable experience has been gained about the working of the Panchayati Raj bodies at various levels. The record of their performance has on the whole been encouraging. Though there have been irregularities and lapses here and there, yet with proper safeguards, there is every hope that these would be able to deliver the goods.

At this juncture, one may well ask whether in order further to strengthen Panchayats and make them really effective, time has not come when the three-tier Panchayati Raj bodies should be linked with the higher bodies at the State and Central levels through indirect elections from the lower to the higher ones so that from Gram Sabha to Lok Sabha constitutes one organic pyramidical structure of the body politic of India. Another issue that deserves to be considered is what further executive and judicial functions could be delegated to the Panchayati Raj bodies at various levels.

Shri Ananthashayanam Ayyangar, while speaking on the Draft Constitution had expressed the hope that, "Later on, a time will come when on the basis of these republics or autonomous panchayats, a future Constitution may be built. I agree with our Leader, the Prime Minister, who spoke yesterday that this Constitution may be kept in a transitional form for a period of five years, so that in the light of whatever experience we may gather in this period, a future Assembly which may be elected on the basis of adult suffrage would re-draft our Constitution or amend or alter it."—Ed.

SAMANTSHAHI OR LOKSHAHI ?

(Continued from page 4)

motivates the Hindu religion offers further support to this thesis. How to overcome this natural pull of gravity in our character and protect ourselves and the people against Samantshahi on the one hand and Mahantshahi on the other.

These are questions to which speedy answers must be found. Inevitably Panchayati Raj is churning the scum to the surface out of the stagnation that ruled the community heretofore. The wheel of time cannot be reversed. Samantshahi is dead for ever. Lokshahi must be ushered in. It is knocking at the door.

SERVANTS OF THE PANCHAYATI RAJ

P. L. Vacher

BLOCK SAMITIS are meant to be the dynamic units of Panchayati Raj administration. Within the jurisdiction of each Block Samiti there are already over three hundred State employees and twenty supervisory officers. The pattern of these public servants is roughly as follows :—

School teachers	225
Gram Sevaks	10
Panchayat Secretaries ..	10
Patwaris	15
Co-operative, Cane and Agricultural Supervisors	15
Irrigation patrols and Tube-well Operators	20
Other technical hands like Stockmen, Compounders, Midwives, Vaccinators, Boring Mechanics, Drivers etc.	15
Clerical Staff	5
TOTAL ..	315

Supervisory Officers

Extension Officers, Kanungo, S.D.I., Sanitary Inspector, Cane Inspector, Overseers	15
Village Industries supervisors	5
TOTAL ..	20

Gazetted Officer—B. D. O.	1

This large army of workers is sufficient to effectively man the various Panchayati Raj institutions in a Block. They can provide adequate secretarial and technical service for efficient working of all village institutions if their work is properly coordinated.

LACK OF CO-ORDINATION

Hitherto different sets of employees have been working in water-tight compartments. There is consequently lot of duplication and overlapping of functions and illogical distribution of responsibilities. Sometimes these officials work in competition with each other and mutually neutralise their efforts. They are thus unable to render effective service to the village people. The efficiency of an official is sometimes judged by what is the responsibility of another person. The Gram Sevak for instance, is held responsible for fulfilling targets of distributing agricultural loans, while it is the patwari who holds the key to grant of any Government loan to cultivators. Similarly the work of V.L.W. is evaluated on the basis of quantity of fertilisers distributed in his circle, while the discretion of stocking and selling particular fertilisers and providing credit for their purchase, rests with the co-operative supervisor. Because of this divided responsibility, no one brothers to see if the loans advanced have been properly utilised by the beneficiaries for the purpose for which they were meant. The result is that the loans are more often than not, misused.

The work of running adult literacy classes has been entrusted to a multipurpose Social Education Organiser, but the S.D.I. and the school teachers who are naturally qualified for the job, are just onlookers of this programme. Same is the case with Small Savings Campaign. Under pressure of heavy targets the extension workers arrange for opening of large number of new accounts, but the postal staff, having no such motivation, is unable to take necessary pains for maintaining too many petty accounts. The system of laying the responsibility without power at one point and power without responsibility at another has thus resulted in unsatisfactory results.

Duplication of functions has caused much wastage and confusion. The officials of the agriculture, the cane and co-operative departments perform one and the same job of supplying short-term credit, seed, fertilisers and agricultural implements to cultivators. Another handicap is that a single Panchayat Secretary or Patwari or Gram Sevak serves five to ten Panchayats, so that no single Panchayat exercises an effective control over these functionaries.

Powerful village officials like the Patwari, the Tube-well Operator, the Co-operative Supervisor and the Cane

(*Continued on page 11*)

BHARAT SEVAK SAMAJ T

(By our special

"How DID you like the training here ?", I asked. "We have liked it immensely. Alas! the training period is too short. Only if we could stay a few days more," was the spontaneous reply from one of the forty Pradhans including the two lady members under training at the Pradhans' Training Centre at Sardar Patel Kisan Ashram at village Shahpur Garhi—about 15 miles from Delhi. The Delhi Pradesh Bharat Sevak Samaj had organised the training for the Pradhans of Delhi. Sixty year old Sri Ram who was the first to give me a reply was a Pradhan of village Ambarhai. With his long white moustaches, he looked imposing—every inch a Pradhan. He said, "Acharya ji (meaning the principal of the training Centre) has told us many new things. I have now a better conception of the role of the Pradhan and I hope to do my duties more efficiently now. The first thing that I now intend to do on returning home is to increase the financial assets of my Panchayat by better utilisation of the common waste land through afforestation, developing grazing lands and sowing of *singharas* in the low-lying areas where rain water remains standing for several months in a year."

Shri L. O. Joshi, Chief Secretary of the Delhi Administration was the guest speaker of the day. Before he spoke, he invited the various Pradhans to relate their experiences of the working of their Panchayats so that he could understand their practical difficulties. A free and frank expression of views followed. The ball was set rolling by Shri Bhagwan Dass Pradhan of village Matiala. He had been elected Pradhan unanimously by his village. He was conscious of this fact which gave him self-confidence and dignity. Even during the training period, all the Pradhans had selected him as their President. Therefore, he was humorously called the 'Pradhan of Pradhans'. At the outset, addressing the Chief Secretary, he remarked, "Sir, you have come here, I believe, as a brother, as one of us. So........" Intervening, the Chief Secretary remarked, "That is quite correct. Always consider me as one of you. All the Government Servants are there just to help and guide you." Continuing, Shri Bhagwan Dass remarked, "Our greatest difficulty is that the Panchayats have not been given adequate powers and resources. We have been informed during the training

A Pradhan receiving a certificate of training fro[m] ... Development and Cooperation. The training ... Bharat S[e]...

period how Panchayats in other neighbouring States like Punjab, Rajasthan and Uttar Pradesh have been given powers and resources to undertake local works like school buildings, culverts, pavement of streets etc. but we have been deprived of these because the Corporation undertakes all such works for us. Under the rules,

TRAINS DELHI PRADHANS

ial correspondent)

; from Shri S. K. Dey, Union Minister for Community ing of Pradhans was organised by the Delhi Pradesh t Sevak Samaj.

the entire money is to be spent by the Corporation and the works are to be executed by an outsider—the contractor. While the latter may bungle, use inferior material, and play other tricks to make money, the village Panchayat has nothing but to watch helplessly all these irregularities."

Another Pradhan Shri Roshan Lal got up and complained of lack of co-operation from the Patwari and pointed out that the boundary of the village Common land had not been demarcated by him so far. Several other Pradhans corroborated his statement and complained that unless the common lands were demarcated, how could they increase the financial resources of the Panchayats. Some even pointed out that the common lands had been illegally occupied by some unscrupulous persons and that the Panchayat did not find it easy to evict them.

After the Pradhans had ventilated their day-to-day difficulties, Shri Joshi explained to them that due to the peculiar political set-up prevailing in Delhi where the jurisdiction of the Corporation extended to the rural areas as well it had not been possible to vest in the Panchayats functions and duties that are normally given to Panchayats in other places. He assured them that steps were being taken at the highest level to remove this anomaly and that it would soon be possible to bestow more powers and responsibilities to the Panchayats. "However, you need not feel frustrated and disappointed, in the mean time," he remarked, "you can still do a lot of good work. Responsibilities and Power go together. If you show good results, there will be greater force in your demand for more powers." He then went on to explain what the Panchayats could do in the villages. He expressed full sympathy with their demand for early demarcation of the village common lands and said that he saw no reason why it should not be possible to complete the job within a reasonably short time.

At twelve, the bell rang and it was time for lunch. Community lunch was served in a big 'Shamiana'. After lunch the Pradhans retired to their rooms—some gossiped and talked about their village politics over a Hookah which they had smuggled in from the nearby village, others stretched themselves on the floor and dozed off. There were two or three young matriculate Pradhans who engaged themselves in reading the daily newspapers and some journals kept in the Reading Room.

The afternoon was devoted to group discussions. The Pradhans divided themselves into four groups to carry on discussions. That day's subject was: "Elections under

Panchayati Raj." To start with, Shri Kavi Rattan, the Principal of the training Centre outlined the advantages and disadvantages of having contested elections on the parliamentary system and then asked the Pradhans to discuss the subject between themselves in the light of their own elections and the General Elections held recently. It was interesting to observe the lively discussion by them. Almost all the groups separately came to the conclusion that unanimous elections were the most helpful in avoiding conflict and groupism in the village. They also expressed the view that casteism did affect the conduct of elections in the villages and that efforts should be made to keep this evil tendency as far away as possible. An interesting observation made by several Pradhans was that it seemed to be impossible to keep the villages aloof from party politics. The whole village got sharply divided into two or more opposing camps, not because of any marked love for any political ideology but simply because of their mutual animosities and differences. If 'A' became a camp follower of one party his enemy 'B' automatically joined the opposite camp irrespective of the fact whether or not he had any interest in the ideology of that particular political party.

I was given to understand that similar group discussions like 'People's Participation: How to achieve it ?", 'Village Production Plans', 'increasing financial resources of Panchayats' etc., were held every day in the afternoon on other subjects.

The daily programme of activities followed in the Training Centre included lectures by official and non-official guests on various subjects besides those by the Principal. In the Ashram, the Pradhans used the Trench latrines and urinals of the Wardha model. This gave them a practical idea about their utility in the villages. The preparation of compost manure was also demonstrated to them on the farm of the Ashram itself. The bumper crop of wheat raised in the Ashram farm by using suitable quantities of green manure and fertilisers was the envy of many a Sarpanch farmer who inquired about the practices followed in getting the rich crop. The day was rounded off by Bhajans, Kirtan and some cultural programme. The Development Department of the Delhi Administration maintained a close contact with the Training Centre. Besides the Development Commissioner, several officers of the department including the B.D.Os gave lectures to the Pradhan trainees and gave a helping hand in making the training programme a success. The Ministry had provided study kits, exhibits and other literature for the use of the trainees.

What particularly impressed me was the moral tone of the Training Centre. Greatest emphasis was laid on the necessity of imbibing the spirit of honesty and dedicated service by the Pradhans. The credit for that goes to the Delhi Pradesh Bharat Sevak Samaj which had undertaken the training programme in its hands. Shri Brijkishan Chandiwala, Pradesh Convener of the Samaj informed me that they had agreed to train 100 Pradhans in two sessions, each of one week's duration. He explained to me that one of the main objectives of their training was to infuse in the Pradhans a spirit of service and devotion to duty. He further told me that the venue of training had been located in the Sardar Patel Kisan Ashram, Shahpur Garhi because the atmosphere of an Ashram was conducive to the growth of a moral spirit. I was agreeably surprised to learn from him that some of the important provisions of the Delhi Panchayats Act and outlines of the Five Year Plans for Delhi had been got translated by the Samaj in Hindi for the first time and that had fulfilled a long-standing need of the Pradhans.

My visit to the Training Centre convinced me that the one-week training of the Pradhans was proving not only popular but useful. The Pradhans showed full awareness of their new role. They evinced eagerness to learn new things. They were equally determined to overcome the hurdles that came in the way of the Panchayats. To quote the words of one of the Pradhans, "We mean

business—that is Panchayati Raj. Nothing short of that will satisfy us."

A few days later, the trained Pradhans received certificates from Shri S. K. Dey, Union Minister for Community Development, Panchayati Raj and Co-operation. Starting very early from their villages, they had reached his residence and felt quite at home there. Before they met him, they went round the Minister's house and saw for themselves a large number of a new variety of fish that were being reared in a small pond 3 to 4 ft. deep, the poultry farm, the Papitas, the large-sized Cauli-flowers and other vegetables of which there was enough and to spare. The Pradhans immediately sensed a kindred spirit at work. No sooner did they meet him than they ventilated their grievances quite freely and as one of them said in the true rustic fashion, "Sir, these Panchayats you have given us are no better than the microphone without the power-connecting cable." Both the Pradhans as well as the Minister seemed to understand each other well. In the end, the latter assured the Pradhans that there was no doubt that the Panchayats in Delhi would be treated on par with Panchayats in other states. He added that a political set-up best suited for the conditions prevailing in Delhi was under consideration of the Government and a decision would soon be taken.

SERVANTS OF THE PANCHAYATI RAJ

(Continued from page 7)

Supervisor who hold sway over most of the wherewithals of agricultural production, have been kept outside the administrative control of local institutions and officers. This has facilitated the continuance of the tyranny of the petty official over the cultivators.

UNIFIED ADMINISTRATION

A unified administration under the Block Samiti with full control over all the staff would make them the real servants of the people whose needs they are meant to serve. The pool of general field staff namely the Patwaris, the Gram Sevaks, Panchayat Secretaries and the School Teachers, should be utilised to provide a separate secretary for each Gram Panchayat and Nyaya Panchayat. Bigger Panchayats should have full-time secretaries, while smaller Panchayats may have part-time services of a local school teacher. The pool of Block level officers should be utilised to provide one supervising officer for all the Panchayats in a Nyaya Panchayat Circle in addition to performance of his functional duties for the whole Block. Thus each of them will be fully involved in the Panchayati Raj administration and get a proper perspective for his work. The village institutions too will be effectively supervised.

It is also necessary for efficient working of the Block Samiti Administration that a second officer should share the duties of the head of the office with the Block Development Officer and be in a position to step into his shoes without any dislocation of work during his absence. This function should be performed by the extension officer (Panchayat) who should be the senior-most extension officer in group I with a semi-gazetted rank.

For clean working of the Panchayati Raj institutions, adequate audit staff should be posted at the Block from the very beginning. An internal auditor with two audit clerks should function in each Block Office. They should audit the accounts of the Block Samiti once every week and those of the village Panchayats once in every quarter. Of course the accounts staff at the Block level will also have to be considerably strengthened to meet the requirements of the enlarged administrative set-up.

STORY OF A HOME-MADE INCUBATOR

(By our correspondent)

NOT FAR from Delhi, living and working in a modest house without facilities of any workshop worth the name, is S. Kabul Singh who is engaged in the production of a complicated modern equipment called the 'Incubator'. The gadget is much in demand by the poultry breeders to whom it comes in handy for the safe and controlled hatching of eggs. The temperature is so maintained that the eggs are hatched in three week's time.

The incubator is still largely imported from foreign countries. The local production of such a complicated equipment will not only help to meet one of the fast increasing needs of modern living but also save lot of valuable foreign exchange. Viewed in that light, the humble pioneering efforts made by Kabul Singh, without any capital or workshop facilities is indeed highly creditable and encouraging.

When I visited him at his house a few days ago, I found him fixing the automatic heat control mechanism in one of the nearly completed machines. Besides him, there were four youngsters engaged in manufacturing other parts. They were all working in the open courtyard of a small two-roomed house which served as residence-*cum*-workshop. I looked around but saw no trace of any workshop equipment except two

Kabul Singh and his home-made incubator.

small hand-operated machines for bending and cutting sheets of tin. On inquiry, I was informed that all jobs concerning a mould, lathe, grinding and electroplating were got done outside in private workshops. "That must be very inconvenient", I interjected. Kabul Singh remarked with a sigh, "Not only inconvenient, Sir,....... extremely expensive. They exploit me like anything. And I have to pay whatever price they ask for. I could do everything myself if I had the necessary facilities." "Is there any electricity," I asked. He replied in the negative. "How do you manage without it"? He explained that the satisfactory functioning of the incubator depended on its proper temperature and humidity control for which automatic electric operations were necessary. "In the absence of electric connection, I manage with the help of a simple battery set. However, I do the final testing after taking the completed set to a place where electricity is available," he said. "What other works do you do yourself?" I asked. He informed me that he did everything else himself and manufactured nearly thirty different parts including the cabinet and the insulation arrangements inside.

"How does the incubator manufactured by you compare with other similar sets imported from abroad?", was my next question. He replied "It can hold its own against any imported set. My set is extremely cheap, the cost being Rs. 3,500 only. This is nearly one-third of the cost of a similar one imported from abroad. In performance, too, my set is better in as much as the heat control mechanism remains trouble-free throughout the year whereas the imported one invariably gives trouble during the Summer." Giving other details about his equipment, he told me that 2,300 eggs could be provided for at a time and nearly 95% birds were hatched properly.

He has been in the line for the last six months only during which period he has made six incubator sets. All these sets have been sold and I was told that these were giving trouble-free service

(Continued on page 16)

MADHYA PRADESH'S BEST GRAM SEVAK

Shri. Ramnath Singh Bhadoriya is Madhya Pradesh's Best Gram Sevak of the year 1960-61. The State Government awarded him a prize of Rs. 1000 for this distinction. He was also selected as one of the best eight Gram Sevaks at the national level and was given a complementary prize of Rs. 250 by the Central Government. The same year, he got another success and that too by virtue of his hard work, that is: he passed the Matriculation Examination.

Born in 1924 in village Bhadakur in Bhind district, he passed the Middle Standard and then joined the Gwalior Infantry at the early age of 19 years. He gave up army service after two years only and got a job in the State Agriculture Department. This was a work after his heart. Being the son of a small farmer, he had always longed for service in the field of agriculture. What with his natural leaning towards agriculture and what with the honest, hard efforts put in by him, he steadily worked his way up to excellence and glory. As a result of the successive specialised training in the line and the hard work on the field, he soon came into prominence. In addition to the initial one year's training in agriculture that he received in the Gwalior Experimental Farm in 1946, he was sent for six months' Extension Training at Antari by the Madhya Bharat Government.

With the inauguration of the C.D. projects in India in 1951, he was appointed as a Gram Sevak in Village Kharwai in Datia Community Development Project. He threw himself heart and soul into the development work. With his unbounded zeal and specialised knowledge of better farming practices, he was able to bring about remarkable improvement in agriculture in his area. He laid out 50 demonstration plots of Japanese method of Paddy cultivation as a result of which the cultivators of his area adopted the practice on a mass scale. His circle stood first in the State and Shri Bhadoriya got a cash prize of Rs. 50 in 1954.

During 1956-57, he worked in Alirajpur Block—an Adivasi area populated by Bhils. He did not understand their dialect but his interest in their welfare impelled him to learn it and he picked up the same in a short time. The Bhils began to look upon him as their true friend and guide. They reposed great confidence in him. Shri Bhadoriya treasures his association with the Bhils as one of the best periods of his life spent in the joyful service of his countrymen.

It was in 1957 that he took charge of Ghusgaon in Bhind district—the centre of his most intense activities which has led him to his present glory. In the dacoit-infested areas where people are afraid of walking in lonely places, Shri Bhadoriya has been moving at all odd hours from village to village spreading the message of Community Development. And he has been doing it with a song. Well-versed in local folk-songs and Bhajans, he has been utilising his art to promote extension work.

He induced every cultivator to construct two compost pits and to grow 2 papaya trees in his home. Ravines were reclaimed and check-dams were constructed to bring new land under cultivation. The crop pattern was changed due to the adoption of dry-farming methods. In the very first year of the programme, his headquarter village had all the basic institutions and other amenities like a School-building. Dispensary building, Sanitary Wells with bathrooms, Urinals, a fair weather road, children's park, library and Community Centre and a Gram Sevak's quarter. He succeeded in mobilising people's Shramdan valued at Rs. 50,000 in one year. No wonder that in the annual competition of 1959, village Ghusgaon in his circle was declared as the best village of the district and an award of Rs. 250 was given to the village. The following year, the people of the

(*Continued on page* 15)

AROUND THE STATES

BIHAR

PROGRESS OF PANCHAYATI RAJ

THE BIHAR Panchayat Samitis and Zila Parishads Bill 1961 has been assented to by the Governor of Bihar. Detailed rules of business are now being framed by the State Government and Panchayati Raj is expected to be introduced in Bihar in the last quarter of 1962.

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92 *PASTURE DEMONSTRATION PLOTS.*

THE BIHAR Government has decided to establish 92 pasture demonstration plots of ten acres each in selected C.D. and key village Blocks in connection with the programme for the development of fodder for the cattle. Of these pasture demonstration plots, 36 will be established in 1962-63, 22 in 1963-64, 18 in 1964-65 and 16 in 1965-66. A provision has been made for a sum of Rs. 2,000 for the fencing of each of these blocks and Rs. 600 for seed fertilisers and cultivation of these plots. The land will be made available to Gram Panchayats in community development blocks. Fodder nursery will be set up on two-acre plot in each block at the headquarters. Each nursery will be fenced at an estimated cost of Rs. 2,000 and will be looked after and maintained by a mali.

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GUJARAT

PANCHAYATI RAJ LEGISLATION

THE PRESIDENT has given his assent to the Gujarat Panchayats Bill, 1961. The State Government expect to introduce Panchayati Raj this year.

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MADRAS

COMMUNITY RADIO SETS

SIX THOUSAND community radio receiver sets are to be installed in village Panchayats in the State before the end of 1962-63, as part of the rural development programme. There are about 12,500 panchayats in the State and of these about 5,000 have already installed public receiver sets. The Government has decided that by the end of the next financial year almost every Panchayat in the State should be provided with receiver sets either connected to power wherever available or battery operated.

* * *

MANIPUR

GRAM LAKSHMIS' TRAINING CAMP

A TRAINING CAMP for Gram Lakshmis was organised during January 1962. 29 Gram Lakshmis from eight Community Development Blocks participated in the camp. All the concerned Departments in the Administration deputed their officers to give talks concerning their subjects to the trainees.

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MAHARASHTRA

PANCHAYATI RAJ LEGISLATION

THE MAHARASHTRA Zila Parishads and Panchayat Samitis Act, 1961, has been introduced in the State with effect from 1st May.

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ORISSA

STATE PANCHAYAT SEMINAR

THE STATE Government of Orissa organised a Panchayat Sammelan at Bhubaneswar from the 9th to the 12th March. Nearly 4,000 delegates consisting of Sarpanches, Chairmen of Panchayat Samitis and Chairmen and Vice-Chairmen of Zila Parishads, Collectors and Revenue Divisional Commissioners participated in the four-day Sammelan. Various subjects like the functioning of the Gram Sabha and the inter-relationship of the Panchayati Raj bodies, raising of resources by the Panchayati Raj institutions, Panchayat industries, village agricultural production plans, etc. were discussed in the Sammelan.

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PUNJAB

DIRECTORATE FOR PANCHAYATI RAJ BODIES

THE PUNJAB Government have set up a Directorate of Guidance and Supervision for the Panchayati Raj institutions. The Organisation consists of a Director and 12 Assistant Directors. The State is to be divided into 12 circles, each consisting of about 20 blocks. Each Assistant

Director, along with his senior Auditor and other staff, will constitute a peripatetic team which will spend four days at a time in each Samiti and Zila Parishad within the circle. The Samitis and the Parishads within the circle are expected to be visited at least thrice during a year so that the Directorate will be able to provide the necessary technical and administrative supervision and guidance to the Panchayati Raj bodies.

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PANCHAYATI RAJ BODIES TAKE OVER DEVELOPMENT SCHEMES

ALL THE schemes of the Community Development and Agricultural Departments have been entrusted to the Panchayat Samitis and Zila Parishads from April 1. The future planning and execution of these schemes would henceforth rest with the Samitis and the job of agricultural officers will be to make available technical assistance to the Samitis as well as farmers. In order to make the Panchayati Raj programme a success, the Agriculture Department is taking steps to appoint four specialists in every district who would deal with agronomy, horticulture, plant protection and soil science. They would serve as a vital link between the extension and research wings of the Agriculture Department and would organise all sorts of demonstration, impart training to panchayats and farmers and make available technical know-how to the workers in the field

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REVENUE-EARNING SCHEMES

VILLAGE panchayats in the Punjab have earned an income of Rs. 1.50 lakhs from their revenue-earning schemes for which loans had been given to them by the Panchayat Department. The department had advanced a sum of Rs. 59.04 lakhs as loans to 906 village panchayats in the State during the Second Five-Year Plan. These loans were sanctioned to enable the panchayats to undertake such revenue-earning schemes which could provide them a recurring source of income to strengthen their finances.

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RAJASTHAN

CO-ORDINATION COMMITTEE

THE STATE Government of Rajasthan have constituted a State level Co-ordination Committee with the Minister for Development and Panchayats as the Chairman, for co-ordinating the programmes implemented by the Panchayati Raj bodies and those planned and executed by the Sarva Seva Sangh.

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SAMITI ADHYAYAN KENDRAS

THREE NEW Panchayat Samiti Adhyayan Kendras were started at Ajmer, Swai Madhopur and Pali during January 1962 to impart training to the members of the Panchayat Samitis and the Panchayat Secretaries. The five existing Kendras also continued to impart training to the members of Nyaya Panchayats and the Panchayat Secretaries.

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UTTAR PRADESH

PANCHAYAT SECRETARIES' TRAINING CENTRE

FIVE NEW Panchayat Secretaries' Training Centres were opened during the month of January 1962, raising the total number of such centres to 17 in the State. The training of the second batch of Panchayat Secretaries was undertaken in all the centres during the month.

MADHYA PRADESH'S BEST GRAMSEVAK

(*Continued from page* 13)

remaining villages, too, began to work with redoubled zeal and effort. Shri Shankar Singh Patel of Badagaon constructed a building for Veterinary Dispensary costing Rs. 5,000 and donated it to the Block. Other works completed with the people's participation included one sanitary well, a pucca road 5 furlongs in length, pavement of village lanes and construction of 225 bathrooms, and 165 cattle-sheds. Agriculture made considerable headway. 100% area was brought under improved seeds. About 75% cultivators took to improved methods of farming. Every village had its own Co-operative Society. This year, it was village Badagaon in the Gram Sevak's circle again that was adjudged as the best in the district. It was only befitting that Shri Bhadoriya—the main spirit behind the progressive development of these villages, should have been recognised as the State's Best Gram Sevak for the last year.

FROM THE CENTRE

IS PARTYLESS DEMOCRACY POSSIBLE?

SHRI S. K. DEY, Union Minister for Community Development and Co-operation recently told a group of trainees at the Indian Institute of Public Administration, New Delhi that elections were inescapable in a democracy and that partyless elections were not possible in the context of the present-day ignorance of the electorate, entrenched vested interests and lack of organisation on the part of the people. Shri Dey added that he was convinced that, if unanimous elections were artificially promoted, there was a likelihood of perpetuating the three evils, *viz.*, "Samant Shahi", *i.e.*, feudalism, "Poonji Shahi", *i.e.*, capitalism, and "Mahant Shahi", *i.e.*, the tyranny of the church, which had beset our country in the past. The Minister said that to counteract these evils and to ensure that the people elected the right type of persons, it was essential to have widespread education of the electorate in the philosophy of democracy and hold periodical study and discussions. He was convinced that the greatest safeguard of democracy lay in an "enlightened, organised and determined people." There could not be a short-cut remedy to a complex and chronic disease.

Explaining the need of Public Administration and democracy, Shri Dey said that democracy provided an instrument of vitality to the bureaucratic apparatus which built up reliability of performance and uniformity of thinking but was static. He said that Panchayati Raj provided an opportunity for training people for the higher tiers of government. The system, he averred, was designed to achieve decentralisation of activities of government which could not be administered from a distance; secondly, to build up leadership from the grass roots; thirdly, to ensure that the administrator does not function with supervision over a long distance transmission line and fourthly, see that the government organisation gets checked in undesirable actions and supported in good ones.

* * *

MAKING GRAM SABHAS EFFECTIVE

THE MINISTRY of Community Development & Co-operation has under consideration a proposal to set up a high-powered study team to suggest procedures which would enable the gram sabha to act as a "sovereign body" at the village level and ensure that the Sarpanch and the Panchayat functioned jointly and not individually.

STORY OF A HOME-MADE INCUBATOR

(*Continued from page 12*)

everywhere. I myself saw one of these sets working satisfactorily with one Mr. Mehta,—a progressive Poultry Farm breeder in Tilak Nagar.

Kabul Singh is an illiterate person who never had the benefit of training in any technical line. But he belongs to a family of carpenters and has inherited a technical skill from his ancestors. He joined service as a carpenter in the Military Poultry Farm, Delhi Cantt., about twenty years ago. During this period, he had lot of opportunity to study the mechanism of the incubator and not only did he carry out repairs but made some models of his own during his leisure hours. Being in Government service, he had little freedom to manufacture and sell them. He, therefore, resigned from service and took the courageous step of setting up his own manufacturing concern. He hopes to develop it into a flourishing business. There is a great demand for his products and as he told me, he would be able to sell even a hundred units every year. What he needs, however, is capital and some facilities in the form of a well-equipped workshop and electric connection. He has applied for Government aid and hopes to get the same in the near future.—**V.D.**

INCREASING FINANCIAL RESOURCES

The harvesting season is already on. The farmer mobilises all available manpower resources —men, women as well as children to lend him a helping hand in the 'Operation Harvesting'. To the toiling labourer, a **lota** *of cold water from the earthen pitcher kept for the purpose is most welcome in the midsummer noon.*

Printed by the Manager, Government of India Press, Faridabad, and published by the Director, Publications Division, Ministry of Information and Broadcasting, Delhi-6, on behalf of the Ministry of Community Development and Cooperation.

Regd. D—877